DOCUMENT RESUME

ED 154 709 HE 009 987

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TITLE Improving Equity in Postsecondary Education. New Directions for Leadership. A Report on the Equity Workshop held at Keystone, Colorado, on July 17-20, 1977.
INSTITUTION National Inst. of Education (DHEW), Washington, D.C.; Western Interstate Commission for Higher Education, Boulder, Colo. National Center for Higher Education Management Systems.
PUB DATE Dec 77
CONTRACT 400-77-0004
NOTE 57p.
AVAILABLE FROM Superintendent of Documents, Government Printing Office, Washington, D.C. 20402

EDRS PRICE MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS Access to Education; College Students; *Conference Reports; *Educational Responsibility; Employment Practices; *Equal Education; *Equal Opportunities (Jobs); Justice; *Leadership; *Post Secondary Education; Research Needs; Social Responsibility; Workshops
IDENTIFIERS *Equity

ABSTRACT

This final report of a workship on equity in postsecondary education (PSE) is divided into two sections. Part I discusses the current status of equity in PSE by describing the evolution of an equity definition, specific issues regarding student access and treatment, current employment patterns in PSE, the relationship of equity to other PSE goals and objectives, the relationship of PSE to the larger society with regard to its responsibility for equity and past and continuing efforts. The final section of Part I summarizes conclusions about the current status of equity in PSE and the range of issues embraced by the term equity. Part II provides a projection of possible new directions for research and leadership to take. New directions for achieving equity are suggested in the areas of leadership; communication and understanding; legislation; research; actions for institutions, individuals, and organizations; and the role and responsibility of PSE to the larger society. (Author/SPG)

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Improving Equity in Postsecondary Education

New Directions for Leadership

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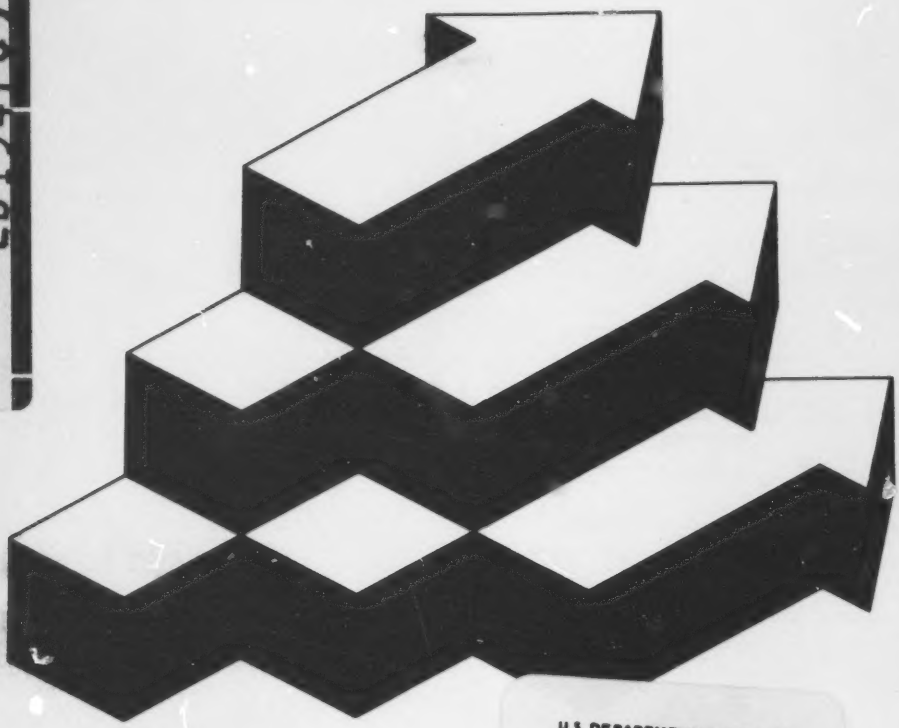

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HE009981

Improving Equity in Postsecondary Education

New Directions for Leadership

A Report on the Equity Workshop
held at Keystone, Colorado, on July 17-20, 1977

by

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of the

National Center for Higher Education Management Systems
Boulder, Colorado

December 1977

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Joseph A. Califano, Jr., Secretary
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National Institute of Education
Patricia Albjerg Graham, Director

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Preparation of this document was supported by the National Institute of Education (NIE) under contract 400-77-0004 with NCHEMS. The opinions, conclusions, and judgments expressed do not necessarily reflect the positions or policies of the NIE, DHEW, or NCHEMS, and no official endorsement should be inferred.

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Preface

This publication is the final report of a workshop on equity in postsecondary education, sponsored by the National Institute of Education (NIE). The conclave, entitled "Improving Equity in Postsecondary Education: A Workshop on Leadership," was conducted for NIE by the National Center for Higher Education Management Systems (NCHEMS) at Keystone, Colorado, July 17-20, 1977.

The report was submitted in draft form to Equity Workshop participants for review and comment, then revised. Although not in any sense a transcript of the workshop proceedings, the report does incorporate the substance of the predominant attitudes, opinions, and ideas expressed by participants during the workshop. The report does not necessarily represent the views of the compiler, Judith M. Gappa, or of any individual participant, nor does it necessarily reflect policies or positions of NIE or NCHEMS.

This report is being circulated in the postsecondary-education community in the hope of stimulating an active, positive response to the challenges posed by the research and leadership agendas it contains. Only through such response can the work begun at the workshop be continued.

Acknowledgments

The primary contributors to this report were the Equity Workshop participants, who are listed below.

The workshop was sponsored by the Finance and Productivity Group and the Educational Equity Group of the National Institute of Education. The many contributions of Martin O. Milrod to the planning of the workshop are gratefully acknowledged.

Many people at NCHEMS helped prepare and review this report. In particular, Ken Sauer provided insight and support for this effort, both at the workshop and in the writing. Wayne Kirschling, Anahid Katchian, and Ben Cordova also made valuable contributions. Special thanks go to Kay Vaughan and Kathy Keller for their secretarial services at the workshop, and to William Johnston and Linda Priddy for their editorial support.

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Introduction

A commitment to equity has become an increasingly important feature of American education. Changing values and ethics in the larger society, expressed through the legislative process, have mandated such a commitment. Much legislation has been enacted to carry out this social mandate. But the legislative goal to provide equal opportunities for both education and employment throughout postsecondary education (PSE) for all groups not equitably included in the past has not been fully realized. To achieve equity within PSE requires more than legislation; it also requires resources, understanding, and, most important of all, leaders who regard the achievement of equitable treatment as a primary goal of postsecondary education.

Current equity issues and problems in PSE will be more fully resolved only if creative leadership comes forward and the attention of academic administrators at all levels is gained. Recognizing this, the National Institute of Education (NIE) and the National Center for Higher Education Management Systems (NCHEMS) collaborated in conducting an agenda-setting workshop to delve into the opportunities and problems faced by leaders seeking to promote equity. The three-day workshop was held at Keystone, Colorado, in July 1977. Those invited to attend included presidents and other high-level institutional administrators, leaders

of minority groups and women's organizations, members of higher-education associations, state-level planners and managers, and researchers. Representatives of the Department of Health, Education, and Welfare attended as observers.

The ambitious agenda had these objectives:

- Identify equity issues and goals of major importance to postsecondary education
- Assess what usable information is available about equity and what research has been completed
- Develop a research agenda that emphasizes discovery of knowledge useful to leadership seeking to bring about system-wide change that will foster the accomplishment of equity goals
- Develop an action agenda for leadership in all sectors of the PSE community

During the workshop, participants exchanged valuable insights into the current status of equity and the multitude of problems facing those trying to exert leadership and resolve equity problems. Each knowledgeable about a particular minority group and its circumstances, workshop participants were nonetheless frustrated when they attempted to attack the issue of equitable treatment across a broad range of special-interest groups. As participants sought to address the large issue of equity in PSE, they frequently reflected the singular perspectives of particular minority groups and the tendency of these groups to rely upon legislative and political processes for solutions. At the conclusion of the workshop, there was general agreement that the time had been too short to fully develop a research agenda or to reach consensus on new directions for leadership to take with regard to equity. However, the workshop had promoted some understanding of the variety of views that surround equity issues and of the complexity of attempting to define what leadership actions might produce change. Participants agreed that it was important to carry forward the development of the research and leadership agendas.

This report provides an overview of the subject matter of workshop discussion—the current status of equity in PSE, including the role of leadership, and new directions that might be pursued by those committed to furthering equity. It is intended to encourage a focus on new directions for research and leadership in the ongoing debate about equity in PSE, and to make some suggestions that may help leaders in PSE wishing to pursue voluntary action to supplement political and legislative activity. It is based primarily upon insights expressed at the Equity Workshop, supplemented by writings of participants and other literature and sources of information collected and reviewed by NCHEMS staff. The report does not constitute a position statement by any individual or group associated with the workshop.

In preparing the report, the compiler undertook to capture the overall spirit and tone of the meeting and to present in organized fashion the

multitude of problems, issues, and recommendations identified and discussed. The diversity and richness of the workshop dialogue made this a complex task. The reader should keep in mind that most participants at the workshop were either women or racial or ethnic minorities; they tended to exemplify equity issues in terms reflecting their own backgrounds, experiences, and commitments. In consequence, the literature chosen for illustrative citation also is oriented toward minority and women's issues. The workshop participants and the compiler recognize that the concerns of certain groups, such as the handicapped, are not adequately represented in this report, even though the workshop was convened to consider the problem of equity for all affected groups.

The report is divided into two major sections: (1) a review of the current status of equity in postsecondary education and (2) a projection of possible new directions for research and leadership to take. Where readily available, citations from literature that would corroborate and explicate views expressed at the workshop were added to the first section by the compiler. Some of the recommendations for new research and leadership directions were not formally or collectively considered at the workshop. They are, however, reflective both of workshop dialogue and consensus among participants that dialogue is of little use if it does not evolve into action.

In both sections of the report, the following concerns are emphasized:

- The development of a concept of equity applicable to all students and employees throughout the PSE community
- The role of leadership, where leadership includes actions by institutions and organizations, and individual initiatives
- The importance of effective communication and increased understanding among various constituencies in PSE and among special-interest groups
- The interpretation of current laws and regulations and assistance to institutions seeking to comply
- The development of a research agenda directed to generation and communication of knowledge helpful to leaders
- Specific actions (both short- and long-range) that institutions, agencies, organizations, and individuals can take
- The relationship of PSE to the rest of American society with regard to their respective roles and responsibilities for achieving equity

PART I

The Current Status of Equity in Postsecondary Education

Overview

Discussions at Keystone focused frequently on the conditions in society and PSE today that impact on equity issues and the solution of equity problems. In one session, individual participants identified a number of reasons why progress toward a more equitable society is impeded at present, including the following:

- Societal values of uniformity and conformity
- Struggles of those in power to maintain power and the proclivity of people in authority to surround themselves with others much like themselves
- Expectation of differences in male/female behaviors in various cultures
- Competition among various minority groups for access and favored treatment
- An education system that is a bulwark of the status quo and that reflects some of the racism and sexism prevalent in society
- The failure of the PSE establishment to recognize that diversity means enrichment, to correct myths and stereotypes, to respect a variety of cultures, and to teach so that all can learn

- The focus of PSE upon its economic survival needs as a higher priority than its societal and community roles and responsibilities
- The failure to provide the minimal level of physical, emotional, and psychological health necessary for education to take place for all students
- The failure of PSE to recognize the problems of the bilingual, of the educationally and socioeconomically disadvantaged, and of older students
- Funding formulas and their impact upon new student constituencies
- Tenure, unionization, and excessive federal reporting requirements
- The lack of options in employment, such as shared positions, part-time contracts, and child-care services
- The work assignments given to some women and minorities that impede their professional careers and accomplishments

This wide range of perceptions about current conditions reflects the fact that equity is ultimately concerned with people and the relationships between them. As people openly aired their assumptions, values, and experiences during the workshop, it became apparent that perceptions varied widely regarding what equity is and should be, what the current status of the equity movement is in PSE, and what new directions should be taken.

Part I of this report describes the current status of equity in PSE by building upon the framework of the Keystone workshop and other sources of information. The description covers the evolution of an equity definition, specific issues regarding student access and treatment, current employment patterns in PSE, the relationship of equity to other PSE goals and objectives, the relationship of PSE to the larger society with regard to its responsibility for equity, and past and continuing leadership efforts. The final section of Part I presents, in summary form, some conclusions about the current status of equity in PSE and the range of issues embraced by the term equity, as necessary prerequisites to the formulation of new directions.

The Evolution of an Equity Concept

In tracing the evolution of a concept of equity in American society, one can begin with the more recent federal equal opportunity legislation, while realizing that the roots of these laws are in the Civil War and other historical events. In the early 1960s, the illegality of discrimination was addressed through legal mandates for equal opportunity and nondiscrimination. Later this was characterized by minority group members and others as perpetuating a benign neutrality in which minority groups were no longer openly discriminated against, but in which their status did not noticeably change. Federal regulations were then formulated requiring "affirmative action." Technically, affirmative action defined certain specific activities to be taken by federal contractors to analyze their work force and take positive actions to increase the utilization of women and minorities where necessary. However, the term was broadened through popular usage to include a wide range of positive actions that would be not only nondiscriminatory, but beneficial to minority group members seeking to improve themselves. Though affirmative action was originally mandated only for four minority groups and women, the idea of improving human potential by providing equitable access and treatment has expanded to include many other classes of individuals. A more profound concern with equity for all can be seen as an outcome of the evolution of such concepts as equal opportunity, nondiscrimination, and affirmative action.

In spite of the recent legislation, in practice equity means different things to different people. Within the PSE community, there is no widely accepted definition of equity to provide a basis for fruitful discussion. To some, equity means equal opportunity and a benign neutrality; to others it means compensatory or favored treatment, or both, for members of groups previously excluded. Different minority groups in society define equity from the perspective of their own unique circumstances and concerns.

The Keystone workshop participants recognized that diverse concepts and misunderstandings contribute to the general confusion characterizing much discussion about equity. Examples of the more common misconceptions noted by workshop participants are: equity applies only to women and minorities; compliance with federal legislation or executive regulations will ensure equity; postsecondary education's obligation to

provide equal opportunity applies only to access; equity is the responsibility of the affirmative-action officer. A more worrisome problem to participants was their realization that while equity can be understood and accepted with conviction as an intellectual concept, this does not necessarily lead to action. The participants recognized a discrepancy between theory and its application.

ELEMENTS OF EQUITY

During workshop discussions, a definition of equity gradually began to evolve. It can be stated as

> **The fair and just treatment of all members of society who wish to participate in and enjoy the benefits of postsecondary education.**

Amplification of the meaning of **fair and just treatment** involves consideration of the meaning of **access, representation, participation,** and **barriers.**

Fair and just treatment encompasses both access to and participation in postsecondary education, by students or employees. It implies both the humanistic value of an equal opportunity to attain the benefits of postsecondary education and the judicial concept of equal protection under the law. As shaped by our cultural and ethical foundations, a humanistic concept of fair and just treatment obliges each individual to examine his or her actions with regard to others, to ensure that they are impartial and guided by an objective consideration of the potential of other individuals. To meet the judicial requirement of equal protection under the law, special compensatory measures for certain groups may be necessary.

Equity in **access** to PSE must be considered in relationship to the preceding years of education and as part of a lifelong learning continuum. Since equal opportunity for learning has not been provided to all groups by the public school system, the problem of equity in access to postsecondary education is compounded. Equitable access may necessitate more than an equal opportunity to enter; it may necessitate special programs to remedy the previous educational preparation barriers that certain groups face.

One method of measuring whether access to postsecondary education is truly available to all groups is to use the concept of **representation;** that is, to examine whether or not different groups are participating

in and benefiting from postsecondary education in rough proportion to their numbers in the appropriate societal sector. According to the concept of proportional representation, a community college serving a local constituency, for example, would be expected to have as its students, employees, and beneficiaries a group basically representative of that community. Similarly, other institutions would base their evaluation of whether or not they were providing equitable access upon their definition of their constitutency as being either local, state, regional, or national.

Representation as a measure of equity could also be applied to access to educational programs. Within a given institution, ideally one would expect that if artificial barriers had been removed, members of various societal groups could participate in and benefit from all educational programs according to their interest and ability. For example, research has been undertaken recently concerning the phenomenon called math anxiety and its relatively more frequent appearance in women. Mathematical skills are important prerequisites for success in many fields, including the natural sciences, engineering, business, and economics. Awareness of the limited number of women in these fields has led to compensatory programs to encourage their interest and improve their mathematical skill level. Similar programs have been established for other minority groups, particularly blacks, who have not traditionally entered these fields.

The concept of equity also embraces those employed in PSE. Representation refers to type of employee: student, staff, faculty, or administrator, and includes the entire PSE community. This community is broad, ranging across the institutions themselves, their governing boards, federal and state agencies, private organizations such as foundations, higher-education associations, research centers, and special-interest groups. Within institutions and agencies, one would expect, using the proportionality criterion, to find all societal groups employed according to their availability with the requisite skills in the appropriate recruiting area. For example, equitable representation would include the participation of women and ethnic minorities in executive positions, and an estimate of their availability would be based upon national data. Conversely, overrepresentation in certain positions by certain groups would be avoided, as would excessive placement of representatives of certain groups in positions with very little potential for promotion and increased responsibilities.

The concept of **meaningful participation** extends beyond fair and just treatment, access, and representation, and includes all educational programs and employment. Meaningful participation implies the opportunity for all individuals to fully develop their potential, once admitted to

an institution. Is the student's educational and social environment encouraging? Or does it reject certain students on the basis of race or cultural background? Are all students treated with respect and dignity? Meaningful participation implies an assessment of student needs. Students first entering PSE from isolated Indian reservations may very well define participation differently from students entering the finest graduate programs. Participation should not require a leveling or homongenization of society or force a mainstreaming of minority culture and tradition into the dominant culture. It should lead instead to societal as well as individual enrichment and to a respect for individual dignity, cultural values, and preferences.

Similarly, meaningful participation for faculty implies opportunities for professional development, appropriate role definition, equity in salary and promotion, and a sensing by all faculty members of their ability to make a respected, valuable contribution to the institution.

In conceptualizing equity in PSE, consideration must be given not only to those who find access and participate, but also to those who have not participated because of **barriers.** What are these barriers? Are they imposed by society or PSE? What is the responsibility of PSE to be concerned about those who wanted to participate but were unable to? Extending the concept of equity to include those who have not participated is difficult: PSE has limited resources for such tasks, and it is hard, perhaps impossible, to gauge accurately the level of interest in PSE among those who have not participated.

Barriers to full participation are of two types: institutional and internal. Internal barriers are those within the individual seeking access or meaningful participation that limit or prevent his or her ability to succeed. These may be the result of social conditioning, physical circumstances, health, or other such causes. Institutional barriers include policies, procedures, and actions by institutions that consciously or inadvertently limit and hinder the ability of certain groups to find access or to participate. Institutional barriers frequently cited with regard to women include admissions policies and practices, availability of financial aid, campus counseling, campus services such as child care, and the curriculum itself (Roby 1973). These barriers for women are compounded by internal barriers brought about by sex-role socialization, either in the home or school. Other examples of institutional barriers are the problems of physical access encountered by the handicapped and the lack of special programs to assist the bilingual student with basic skills.

THE NEED FOR INFORMATION

To achieve full participation of all groups in PSE, continuing assessment of progress is needed. Assessment of progress includes (1) evaluation of barriers to participation for both students and employees throughout PSE systems, (2) measurement of progress in expanding access and creating opportunities for meaningful participation, and (3) sensitivity to and social consciousness of new equity issues that require evaluation and assessment. An example of a new equity issue is the need to increase the participation of the handicapped in postsecondary education. Other inequities exist but are not assessed because the group affected has not directed attention to its plight. An example is the situation of the rural poor, who frequently lack sufficient access to quality postsecondary education. If there were continuous assessment of progress and more emphasis by leaders on the development of solutions to equity problems, both the inequitable treatment and the burdensome regulations that result when inequities fester and the only recourse open to the affected groups is to seek a forced solution through the political system, could be avoided.

The Current Status of Equity with Regard to Student Access and Treatment

A commitment to equity has been a part of the complex historical phenomenon of the growth of higher education in American society. There has been a gradual widening of the populations served, in keeping with the use of public funds to support postsecondary education. The widening of access began in the nineteenth century with the admission of women to colleges such as Oberlin, and with the establishment of separate institutions for blacks and women. At the end of the Second World War, the GI Bill provided educational benefits to veterans, encouraging them to further their education in the nation's colleges and universities. The past two decades have seen a rapid increase in the numbers of members of minority groups who have benefited from their equal opportunity to obtain a higher education. Access has been extended to additional ethnic and racial minority groups, the elderly, citizens with a variety of national origins and religious backgrounds, and the handicapped.

Whatever the benefits of this expansion have been, not all past wrongs have been righted or all affected groups included. While acknowledging that there has been progress in the past, the Equity Workshop participants remained concerned about groups still suffering the effects of discrimination in both student access and treatment. For example:

- When only 3 percent of Puerto Rican youth in this country receive college degrees, the focus must be upon the barriers facing the 97 percent, not on the success of the 3 percent. (Comment by workshop participant)
- Data from the National Longitudinal Study show that black high-school graduates are now about as likely to enter college as their white counterparts in high-school record and family income, but their patterns of enrollment are quite different. Forty-eight percent of all black freshmen and 32 percent of those in the highest ability quartile are enrolled in two-year colleges or proprietary/vocational schools; the comparable figures for white freshmen are 41 percent and 26 percent. Blacks in general have a significantly higher drop-out rate through four years of college than do whites. A 1974 census survey found that 41 percent of blacks and 57 percent of whites who entered college in 1971 were enrolled as seniors (Rice 1976).
- The impact of poverty is not ended by the act of matriculation in PSE. Seventy-four percent of high-ability freshmen with low-income status who entered college in the fall of 1972 came back for the second year; the figure for high-ability, high-income freshmen was 90 percent (Rice 1976).
- Members of minority groups still face serious financial, educational, and cultural barriers to graduate study. While blacks, American Indians, and Spanish-speaking persons make up some 17 percent of the total population, they represent only about 7 percent of total graduate enrollment and earn only 5.5 percent of all doctorates awarded. Of the total doctorates awarded, 3.5 percent are to blacks, .9 percent to Spanish-surnamed, .6 percent to Orientals, and .5 percent to American Indians (National Board on Graduate Education 1976).
- American Indians are the most underrepresented minority group in higher education. Beset by a lack of funds, language complexities, low achievement scores, and problems of two-way cultural diversity, they often are unable to qualify for or remain in tradi-

tional colleges. In 1975, .9 percent of all freshmen and .3 percent of all graduate students in the United States were American Indians (Brown and Stent 1977).

- Only 2.7 percent of Spanish-speaking women 24 years old and over had completed college in 1973 (U.S. Department of Commerce 1974).
- Overall, about seven million children in the United States suffer some form of physical and/or mental handicap (about 1 out of every 10 children). However, fewer than 50 percent of the handicapped children receive the education they need, and in some states the proportion is less than 15 percent (Russo 1974).
- In 1971, women were 50.4 percent of the high-school graduates, 43.1 percent of those receiving bachelor's degrees, 39.7 percent of those receiving master's degrees, and 13.4 percent of those receiving the doctorate. By 1974-75, the percentage of women receiving bachelor's degrees had increased to 45.3 percent, master's degrees to 44.8 percent, and doctorates to 21.3 percent; yet these increases were not accompanied by corresponding increases of women faculty (Carnegie Commission 1973 and Eiden 1976).
- The fields women have traditionally chosen as college majors are closely related to the types of professional jobs in which women have been represented in large proportions. Women have been considerably more likely than men to major in the humanities, the arts, and education. They have also been represented in larger proportions in such fields as home economics, library science, social work, and nursing. They have been considerably less likely than men to major in economics, the natural sciences, business administration, premedical or predental programs, or law. They have tended to avoid fields requiring extensive application of mathematical skills (Carnegie Commission 1973).
- At both the national and the institutional level, women are less likely to receive financial assistance in the form of scholarships, fellowships, and loans than are men, although the extent of sex differences in awards varies considerably from institution to institution and from program to program (Westervelt 1975).

Studies of the formation of human capital show that differences in human skills and knowledge are major determinants of differences in the level-and-time profile of earnings. And, in addition to enhancing produc-

tivity and earnings in the job market, education influences other variables as well: economic consumption, saving and investment, family size and structure, and a collection of social and political attitudes (Taubman and Wales 1975). Since education attainment levels have important monetary and nonmonetary rewards throughout a lifetime, inequality of educational opportunity weighs heavily upon groups that do not participate fully. Though there has been progress toward the goal of equitable treatment for all, the cumulative effect of historical patterns of discrimination continues to be costly in terms of lost human potential. Inequality in access and participation is costly to institutions as well, because it wastes human resources that could make significant, unique contributions to PSE. Research is needed to further understanding of the barriers confronting students that limit their access and participation in PSE.

The Current Status of Equity with Regard to Employment in PSE

Those employed in colleges and universities as faculty members and administrators are predominantly white and male. A special concern of the workshop participants was the fact that in spite of federal regulations mandating affirmative action, relatively little progress has been made in the hiring of women and minorities as faculty members in higher education. A major barrier to the hiring of minority faculty is the small pool of appropriately qualified minority candidates. The same is not true, however, of women. In recent years, women have steadily increased their percentage of doctorates received while their representation on faculties has increased much more slowly. The percentage of women among all faculty on nine-month contracts increased by .2 percent between 1974 and 1975 and by .8 percent in 1976 and 1977, to reach 25.1 percent of the total (U.S. Department of Health, Education, and Welfare, forthcoming).

Whatever the reasons for the lack of minority and female faculty, the effect is deleterious, not only for those denied access to employment but for students. According to Spurlock (1976), insensitivity of faculty members and administrators to the cultural backgrounds of minority students is frequently cited by these students as a major cause of disenchantment and withdrawal. Research by Tidball (1973) indicates that women

achievers are more likely to come from women's colleges, where there are higher ratios of women faculty and administrators to serve as role models. Yet many women's colleges are closing, while men's colleges and coeducational institutions with fewer women faculty have begun to compete for women students.

Minorities and women fortunate enough to obtain faculty positions frequently meet barriers to their upward mobility and inequalities in working conditions. Overall, 63.3 percent of men faculty hold tenure, whereas only 44.4 percent of women faculty hold tenure. Women, particularly, tend to receive temporary and nontenure-track faculty appointments. In 1976, women were 50.5 percent of all instructors, yet only 10 percent of all full professors (U.S. Department of Health, Education, and Welfare, forthcoming). Their average salaries at all ranks remain significantly below those of male colleagues. Women tend to be clustered at certain types of institutions. They comprise 25.6 percent of faculty at two-year colleges, 22.7 percent at four-year colleges, and 14.8 percent at universities. The representation of women faculty at some "elite" schools is below 10 percent (Robinson 1973).

For those few ethnic minorities appointed to a college faculty, their first years of teaching are frequently characterized by work overloads. The overloads are caused by multiple responsibilities related to minority-student guidance and other minority issues in addition to regular faculty duties. (The same is true for women.) However, promotion based on conventional criteria is more difficult to obtain when extraprofessional activities take excessive time. Minority faculty are frequently found in interdisciplinary programs such as black studies, where they do not have departmental protection and where their longevity is based upon student interest and demand. Some minority faculty have described a sense of alienation from the academic communities of their institutions that makes them more receptive to offers of other positions. Minority faculty who do feel an alliance to their institutions, and thus are more permanent, usually are closely associated with academic governance (Spurlock 1976).

Traditionally, the major source for administrators has been the faculty. Thus it is not surprising that there are relatively few women and minorities in top-level administrative positions. A recent study by Van Alstyne, Mensel, Withers, and Malott (1977) shows that:

- The large majority of people holding the 52 administrative positions studied were white men. White men held about 79 percent of the administrative positions at the survey institutions, white women

held 14 percent, minority men held 5 percent, and minority women held under 2 percent.

- At all institutions, men dominated the chief-executive positions, holding 96 percent of the posts at both white coeducational and minority institutions, 69 percent at white women's colleges, and 100 percent at white men's colleges.
- The percentages of jobs held by women and minorities generally tended to decrease as salaries increased, except at women's colleges and minority institutions.
- Women, both white and minority, were paid only about 80 percent as much as men with the same job title, when employed by the same type of institution.

Though considerable attention has been focused on the employment of women and minorities within institutions of higher education, there remain the long-range problems of encouraging additional promising candidates to pursue academic careers and of discovering and correcting inequities in the employment status of women and minorities already within institutions. Research is needed to determine which affirmative-action and employment practices are effective in promoting equity for women and minorities and which practices should be avoided.

The Federal Impact upon Postsecondary Education

Federal initiatives have been a driving force behind movements to provide equitable treatment within the nation's colleges and universities for both students and employees. The passage of voluminous civil-rights legislation by Congress has been accompanied by the involvement of the federal executive branch in the internal affairs of educational institutions and the interpretation of equity-related laws by the federal courts. Over the past two decades, the following legislative and regulatory requirements have had increasing impact upon PSE institutions:

- Titles IV, VI, and VII of the Civil Rights Act
- The Equal Pay Act

- Executive Order 11246 as amended (Affirmative Action)
- Sections 503 and 504 of the Rehabilitation Act for the Handicapped
- Title IX of the Education Amendments
- Vietnam Era Veterans Readjustment Assistance Act
- Women's Educational Equity Act, the Ethnic Heritage Act, and Title III of the Higher Education Act

Though federal initiatives have taken the form of numerous laws and regulations mandating nondiscrimination and affirmative action, the results have been only partially successful. The workshop participants felt that this is partially the fault of the federal government. The legislative stimulus has been in response to outcries from various affected groups. The resulting mass of legislation and regulation is uncoordinated and occasionally conflicting. Enforcement has been delegated to various branches of the government, most of which have been unwilling or unable to carry out adequately their legally mandated responsibility. In some cases, regulations have been written for one group and then applied to another for which they may not be suitable. For example, the regulations for Title IX of the Education Amendments of 1972, prohibiting sex discrimination in educational programs, were virtually copied in the recent regulations for Section 504 of the Rehabilitation Act protecting the handicapped. Yet the problems and needs of these two groups are vastly different. Another example of the lack of planning and coordination is in the enforcement of the Rehabilitation Act. The Department of Labor enforces Section 503 of the Act, regarding handicapped employees in institutions, while the Department of Health, Education, and Welfare enforces Section 504 for handicapped students.

In summary, federal initiatives and involvement on behalf of equity in PSE have been a mixed blessing. One effect has been to make equity issues part of the mainstream of educational and employment policies and practices. However, there has not been sufficient research concerning these institutional practices and their effects. Evaluation is needed of the impact of federally mandated equity programs upon institutional policies and practices. Another effect of federal involvement has been the frequent alienation of the leadership of postsecondary education by the promulgation of federal regulations written by people unfamiliar with the unique societal role and operational styles of educational institutions. This alienation is accompanied by a lack of knowledge of how to comply with the regulations on campuses where there has been little or no federal

technical assistance. A third effect has been to create an atmosphere on campuses of disbelief in the federal commitment to equity because the government has been unable or unwilling to enforce existing legislation. To the Equity Workshop participants, it appeared that equity in PSE is a political issue because federal agencies appear to react to political pressure rather than uniformly enforcing the law.

The Relationship of Equity to the Other Goals and Objectives of PSE

Workshop participants felt that an institution's commitment to equity must be balanced by and integrated into its other commitments—providing educational, research, and public-service programs for all its constituents; allocating resources; preserving traditional concepts of faculty governance and autonomy, academic freedom, and excellence; and carefully nurturing complex and often fragile interrelationships between institutions and local, state, and federal governments and constituencies. Equity must embrace students and faculty, those in the system and those not yet participating, those who pay for education and those who receive support. Within this framework of multiple priorities, equity issues constantly are evaluated against nonequity issues for their relative importance and the term *equity* is occasionally fraught with tension and conflict. Because of conflicting multiple priorities, there has too often been an ad hoc treatment of equity issues by many leaders in PSE, in contrast to a program-planning approach that would focus upon opportunities and responsibilities for achieving equity.

The Interface of PSE with the Larger Society

The PSE system interfaces and has many interrelationships with the larger society. Entering college students are the products of varying influences—different educational systems, particular familial structures, values and beliefs, and acculturation by life experiences and the media. The systems of the larger society affect and limit the behavior of PSE to a large degree.

Attempts to make the PSE system more equitable must therefore proceed from an understanding of the characteristics of society, in order to assess what isolated changes can be made and what changes will require concomitant change in the larger social system. Such understanding is essential to the establishment of realizable objectives and operational strategies, because progress toward equity in PSE will be intertwined with and mirror the progress made by the larger society.

Workshop participants recognized that certain widely held beliefs and values regarding postsecondary education and academic traditions often hamper innovative attempts to provide more equitable treatment for all. Within society, academic institutions have a status to maintain. Many institutions of higher education traditionally have had an elitist image, in keeping with their responsibility to preserve and transmit to future generations the traditions and culture of society. Mission statements frequently perpetuate this elitist image with narrow definitions of academic quality, to which the rhetoric of equity is added as an afterthought. When institutions proclaim themselves as intellectual leaders, it is difficult to admit deficiencies and to create climates of questioning and change in which old value systems are revised and new definitions of educational quality arise. It is difficult to change from a definition of academic quality as a certain amount and kind of intellectual wisdom everyone should have, to a human-development definition of academic quality as the most an institution can do to help develop each student's potential to its fullest.

Past and Continuing Leadership Efforts

With regard to equity, leadership in postsecondary education has often woven a tenuous path between attempts to comply with the law and voluntary, individual initiative. To some workshop participants, it appeared that postsecondary education has reacted to pressures more than it has demonstrated leadership in providing equity. To others, federal regulations appeared to be both an unwarranted interference in the internal affairs of institutions and a considerable obstacle to those who want to provide leadership sensitive to local needs and circumstances. Still others claimed that higher education is a unique entity and that laws and

regulations with regard to employment cannot simply be transferred from industry to colleges and universities, which are self-governing, collegial rather than hierarchical, and dependent on the concept of academic freedom to conduct their business.

Workshop participants cited individual examples of strong, committed, creative leadership on behalf of equity. But they generally agreed that leaders within the postsecondary-education community have not achieved the goal of equitable treatment for all. In many cases, the leaders have not demonstrated a meaningful commitment to equity or an ability to grapple successfully with the equity problems with which they are confronted. Too often, they have neither implemented the policy statements and procedural guidelines they have pronounced nor followed through on the objectives they have set. And, too often, they have shown by their inadequate allocation of resources a lack of concern with the effectiveness of special programs developed as solutions to equity problems.

Why has there been a failure of collective leadership? Among the factors that need to be considered are those that follow.

First, today's educational leaders are predominantly white and male, and have been socialized by the same system that has created the inequitable conditions in society which those committed to equity are trying to address. In many cases, therefore, they have not been sensitized to the equity issues that some members of society face daily. Most of them have not had the opportunity to develop the deep, inner commitment to equity issues that comes from direct experience with inequitable situations. Research is needed to determine how people can become sensitized to equity issues and what role sensitization can play in commitment to the achievement of equity goals.

Second, leaders have not had around them effective support systems to facilitate needed changes. Institutional presidents and organizational heads face great difficulties in accomplishing equity goals without the enthusiastic, informed support of others, both within and outside the institution or organization. In order to be effective change agents, leaders need accurate information with regard to the existing situation, creative ideas for changing the situation, sufficient latitude, authority, and resources to be able to initiate changes, and tested methods for helping the affected parties accept the changes. Leadership-support systems have not been developed to accomplish these important aspects of any change agenda. Also lacking are appropriate evaluations of leadership performance.

Third, many leaders who are committed to creating an equitable environment simply do not know how. For too long, the federal government has emphasized enforcement rather than assistance; the affected

groups have sought solutions in the courts or political and legislative arenas rather than in meaningful dialogue with the leadership.

Finally, leaders in PSE today are plagued with numerous problems and concerns, of which equity is only one. The solution lies not just in giving equity a higher priority, but also in strengthening the ties between equity and other important dimensions of higher education, such as academic quality and freedom. It is important that mental sets not be developed that force a false tradeoff between traditional academic priorities and equity. Instead, ways must be found to make these concerns complementary and important components of larger goals, such as the human development of all students and faculty.

Summary: Where Are We Now?

After two decades of legislative action with regard to equity issues, the good will and hard work on the part of many individuals, and the organization of many special-interest groups into political coalitions to accomplish equity objectives, where are we now? In reflecting upon the current situation, some participants at Keystone felt that the equity movement was becoming primarily defensive. This reaction has been partially caused by a national backlash of sentiment that is particularly acute in PSE. These participants cited as examples of backlash congressional testimony favoring elimination of goals and timetables from affirmative-action requirements (U.S. Congress 17 and 28 June 1977), and the amicus briefs filed in the forthcoming Supreme Court case in support of Bakke and the elimination of special admissions programs. Other Keystone participants felt that considerable progress toward achieving equity has been made, though much remains to be done. Still other participants felt that it was wrong to focus on the limited progress that had been made. They felt that the needs are so great that it is important for the equity movement to maintain an aggressive posture in all areas: legislative, judicial, and leadership.

It is difficult to summarize comments about the current situation made by the participants at the Equity Workshop because each participant would prioritize the issues differently. Generally speaking, however, participants were in substantial agreement regarding the following points.

- **Overall**
  1. Efforts to achieve equity in postsecondary education have been limited and often ineffective. There continues to be a serious underrepresentation of minorities in PSE, and of women as students in certain disciplines and as faculty and administrative employees. This situation must be vigorously addressed to ensure adequate representation and meaningful participation of women, minorities, and other disadvantaged groups, such as the aging, the educationally and socioeconomically disadvantaged, and the handicapped.
  2. While acknowledging that progress has been made toward providing more equitable treatment for women and minorities in PSE, the central concern must be for those who still suffer the effects of discrimination and unfair treatment.

- **Understanding the Concept of Equity**
  1. At present, there is confusion within both the larger society and PSE regarding what is meant by equity in an operational sense and how equity concerns should be addressed. Advocates of equity have failed to convince nonminority groups that it is to their advantage, as well as that of the minority groups, to promote equity. This is a difficult task when those to be convinced are confronted with corrective actions on behalf of equity that they perceive could possibly be personally disadvantageous.

- **Leadership Efforts**
  1. Within the larger society, academic institutions feel they have a status to maintain in keeping with their responsibility, which primarily is viewed as relating to knowledge and wisdom rather than social change. When institutions proclaim themselves as intellectual leaders, it is difficult for them to admit deficiencies and to revise definitions of educational quality so that they include the expansion of each human being's potential to its utmost.
  2. Leadership within postsecondary education has often chosen a strategy of minimal compliance with the law. Moreover, there is an atmosphere of disbelief in the federal commitment to equity because of the government's inability or unwillingness to enforce existing legislation.

- **Communication and Increased Understanding**
  1. A preoccupation with discussing the progress that has been made tends to overshadow existing conditions; there is a danger that people will begin to believe either that the equity problem has been solved or that as much as is possible has been accomplished because equity has been an issue for so long.

2. Different minority groups and women pursue solutions to their particular equity problems without understanding each other's problems or working together. There is a lack of effective communication networks among groups to inform each other about solutions that have worked, new strategies to be tried. At the same time, it is important to realize that each group has specialized needs in addition to shared needs. An overall approach to equity must be concerned with both.
3. Unfortunate sex-role stereotyping continues to be taught to children by schools, social institutions, families, and the media. These beliefs and behaviors hamper effective communication among men and women and limit the educational and career aspirations and achievements of women.

- **The Federal Impact upon Postsecondary Education**
  1. Leadership within postsecondary education has been alienated by the promulgation of federal regulations written by those unfamiliar with the operational styles of postsecondary institutions.
  2. In spite of the number of years that civil-rights legislation and affirmative-action regulations have been in effect, federal efforts on behalf of equity are in disarray. Academic institutions that are so inclined are therefore able to flout existing laws and continue to discriminate against women and minorities, both as students and as employees.

- **Existing Information and Necessary Research to Formulate Solutions**
  1. There is a lack of clear and precise definitions of ethnic and racial minority group membership among federal agencies. This has led to inaccurate reporting (Locke 1977).
  2. Collection of statistics has not been as helpful as it could have been because the data frequently are not available when needed, or useful when available.
  3. There needs to be a thorough assessment of completed research, in order to determine what further research is needed to assist leadership in making changes.
  4. Future research should focus on attempted changes and the results, both positive and negative.

- **The Larger Society**
  1. Within the larger society, those who have money and the power to distribute this money are not members of minority groups. Priorities for allocation of resources frequently do not address

minority-group concerns because these groups lack financial and political power.

2. The media play an important role in informing society about equity. But minority representation among employees of the national media is poor. What is worse, media presentations often fuel societal backlash, perpetuate unfortunate stereotypes, and misinform society about equity issues and accomplishments. Public boredom with, hostility to, and misunderstanding of the issues is impeding positive action.
3. White, middle-class society does not see the promotion of equity as an opportunity for their own or their children's personal and multicultural enrichment.

PART II

Future Directions

Overview

In Part I of the report, the current status of equity within PSE was reviewed. This review makes it clear that the situation is complex. To some, there has been progress; to others, efforts on behalf of equity appear to have resulted in a false sense of progress that masks dismal failure. No matter how any one individual perceives the present situation, all would agree that it will take better leadership, among other things, to change directions and develop new approaches to equity.

In considering the development of a change agenda, it is useful to look at what has caused change in the past. First, change has come about in the equity movement because of **commitment.** Second, there is a need to question whether resource scarcity is a barrier to change. A decision must be made to either accept the fact of limited resources and work within those limits, or to try to increase **resources.** Third, equity is a **systemic** problem. Efforts to create change must focus on systemic change. System-wide social change will be difficult because PSE systems are encompassed by and are part of larger societal systems. For example, improving access for students to PSE will not solve the larger problem of improving individual motivation to enter. Finally, a change agenda must

be based on an understanding of the **dynamics of change**—the powerful forces that move both for and against change—and the **dimension of time**: the agenda must realistically reflect what can be accomplished within a given period when other events are impinging upon the change process.

To activate and accomplish a change agenda, certain prerequisites are necessary. Participants at the Keystone workshop felt that some of the more important prerequisites were (1) committed leaders aided by effective support systems; (2) a critical minimum number of individuals from affected groups to create a momentum for change; (3) change in the larger society; (4) political consciousness; (5) redistribution of power; (6) awareness of what has been achieved and why only this much; (7) knowledge of barriers, ineffective strategies, and backlash, and of successful strategies and accomplishments; (8) understanding of dynamics such as cause and effect and time; and (9) money.

Part II of this report delineates a change agenda that seeks to take those factors into account. New directions for achieving equity are suggested in the areas of leadership; communication and understanding; legislation; research; actions for institutions, individuals, and organizations; and the role and responsibility of postsecondary education to the larger society. These new directions were developed by the compiler in the light of discussion at the Equity Workshop, subsequent study of the relevant literature, discussions with other staff at NCHEMS, and suggestions derived from participant review of the first draft of the report.

New Directions for Leadership Efforts

Leadership in postsecondary education is exerted at many levels and in many different directions. At federal and state levels, leadership is most evident in the promulgation of legislation and regulations that, though laudable in intent, have in effect placed many requirements on institutions. Leadership is also exerted by other federal and state agencies, both policy-making and data-gathering. Private organizations such as foundations have an opportunity to exert leadership when they make choices

about where to spend their money. Higher-educational associations and other special-interest groups can influence the formulation of policy. Research centers can influence the choice of research topics and the analysis and interpretation of collected data. Within institutions, leadership is exerted by the president and the administrative team, by the faculty through its role in governance and its teaching mission, by students, and by other individuals who take initiatives to promote equity.

The complex interrelationships of equity issues with other purposes and priorities of postsecondary education have created new problems, responsibilities, and obligations for leaders. Yet the workshop participants felt strongly that decisionmakers at every level within postsecondary education—whether they are in a position to set policy, implement change, affect opinion, or simply to draw attention to equity needs and opportunities—have the obligation to act equitably. Participants felt that leaders should act through appropriate mechanisms (institutional goals and roles, hiring practices, admission policies, course offerings, student-aid packages) to ensure that, to the extent possible, all interested and qualified members of society have an equal opportunity to participate fully in the various endeavors of postsecondary education. As part of this responsibility, they need to be in full compliance with the letter and spirit of federal laws and associated regulations, and with applicable state and local requirements.

What types of leadership are needed in PSE if equity is to become a basic building block, along with academic freedom and excellence, in the structure of American higher education? How can leaders who are working to promote equity be distinguished from those who are merely protecting the status quo?

Leadership on behalf of equity is similar to leadership in all other endeavors, in that the term implies both the desire and the ability to be a change agent. With regard to equity, such leadership will show itself in the initiation of voluntary action as well as in the implementation of laws and regulations. To do this, leadership requires an in-depth understanding of and concern about equity issues—whether the leader is an individual, institutional president, foundation officer, legislator, or government employee—and a willingness to take action.

Understanding and concern about equity issues require a people-centered administrator, a leader who is concerned not so much about self and self-advancement as about others and their advancement. Such leaders will have reached a self-understanding of deficiencies and strengths, and, as a result, will not be overcome by defensive reactions

when confronted with equity issues that impinge upon their deeply felt value systems. This basic orientation toward people will cause leaders to treat individuals with dignity and care, to be sensitive to diverse needs, and to listen effectively in order to grasp the nature of the problems.

In addition to fostering a people-centered organization that demonstrates its concern about human dignity, leaders must be able to see that there are equity aspects to virtually all other PSE objectives and activities. With this understanding, leaders will make equity permeate all ongoing programs and activities, rather than isolating it in specially administered programs. Effective leadership will hold all individuals within the institution or organization accountable for their effort on behalf of equity, not just those few associated with special programs. Moreover, it will help all individuals to address their value systems and to express their needs. Finally, it will help the whole community to internalize a concern for and a commitment to equity goals.

Leadership for equity, like leadership in pursuit of any other goal, implies setting goals and objectives, initiating action, motivating others to follow, and following through until the goal or objective is realized within the time frame established.

Leaders are distinguished by the results they produce. These results come from wise use of the human talent surrounding the leader. In equity, as in other areas, leaders of postsecondary education institutions have available to them large reservoirs of human talent. Leadership on behalf of equity can motivate and use this human resource in three ways. First, the concept of individual responsibility for the equitable treatment of colleagues must be fostered on the part of all who study or work at the institution. A leader who believes in equity must behave toward others in such a way that this belief infects and influences those not so committed. Second, there are within institutions committed individuals struggling to achieve their own equity goals and objectives. These individual goals might be the restructuring of courses by faculty, hiring of minority-group members, or new approaches to counseling in student services. Leaders who want to create change can mobilize those who are demonstrating initiative into a leadership-support system. This requires careful fostering of the unique relationship between leadership levels. Individual leadership initiatives must be encouraged and rewarded by presidents and other institutional executives. But these individual leaders can also become part of a larger support system that expends effort on behalf of institutional goals. This relationship between leadership levels implies responsibility

on the part of the president or other executive to initiate the support system, and the responsibility on the part of individuals to promote and work for the accomplishment of institutional goals in addition to their individual objectives. Third, assessment of progress in meeting equity goals and objectives will involve a comprehensive evaluation of individual and program performance. Such an evaluation will emphasize improved human relations and equitable treatment throughout the institution, in addition to monitoring progress toward the achievement of specific program objectives, such as students enrolled, degrees earned, and minority faculty hired.

A major problem confronting leaders grappling with equity issues is the question of strategy. Among all needs, which comes first? Should emphasis be placed on meeting the needs of students and educational programs or should it be placed on the hiring of faculty members? Should the blacks' agenda be finished before the women's agenda is begun? To which special-interest groups or equity issues are the resources to be committed when there are so many issues and so many groups seeking full participation in PSE? What existing resources can be better utilized to help bring all students closer to their goals? How can priorities that special-interest groups can agree upon be established for systematically addressing equity issues? Such decisions within institutions will require extensive dialogue and willingness to compromise on the part of many persons.

Improving Communication and Understanding among Individuals and Groups

Fundamentally, equity begins with people and the relationships between them. Improved communication among people of different backgrounds and ideas will, in itself, accelerate the elimination of barriers and misunderstandings that inhibit progress in achieving equity.

To find solutions to equity problems requires an accurate assessment of the problem. In the equity area, problems can be difficult to uncover; and surface statements occasionally disguise underlying perceptions, values, and conditions. Open communication between individuals and groups, based on thorough self-understanding, will facilitate agreement

on problems and issues. Open communication requires self-understanding and an understanding of the circumstances and background of the other party. For example, such understanding might be gained by sitting down to talk to someone in a wheelchair, or using a wheelchair for a day to perceive the barriers confronting the handicapped.

Part of the leadership-support system discussed earlier is an effective communication network within an institution. A leader must have ways of hearing in order to remain sensitive to the feelings and concerns of all groups in the institution. Important in the establishment of such communication networks are key people, such as affirmative-action directors, who can facilitate communication from the leader to the various constituencies. Because the key persons are often seen as valuable resource people and sounding boards by minorities, women, and other special-interest groups, they can also be important communicators from the constituencies back to the leader. However, no matter how effective these key people are, leaders committed to change will become directly involved in and knowledgeable about equity programs.

The workshop participants noted that special-interest groups tend to communicate mainly among themselves. Women communicate more freely and easily with other women because of a bond of common interests, backgrounds, and objectives. Similarly, blacks seek out other blacks more freely than they seek out American Indians. New directions in communications will look for ways to foster intergroup communications. Such communications will lead to identification of equity issues common to all groups, as well as issues that pertain to specific groups for which all groups can provide support.

Intergroup communication can also encourage relationships that build confidence and pride among women and minorities in their abilities and culturally diverse backgrounds and that foster the human-development definition of academic quality as the most an institution can do to help fully develop student potentials. Minority and women students can be seen as valuable educational resources. Instead, too often they are viewed as curiosities and placed in a setting where the objective is to mainstream the student out of his or her cultural background and into the dominant society and its values. Or they are seen as educationally disadvantaged and requiring of remediation for adequate performance within discipline areas. Both views are illustrative of a lack of intergroup communication and understanding and are destructive of the students' recognition of their own value to society.

Boulding (1976), in a different context, suggests that minority students be treated as an educational resource, both in the solution of societal problems and within universities and colleges seeking to broaden their curriculum and understanding:

> . . . There are many indications that mainstream Western society will have to live more simply in terms of using up the earth's nonrenewable resources, and will have to develop techniques of decentralization and non-hierarchical organizational patterns to replace increasingly unworkable centralized systems for the administration of human welfare. Where *do we look for models?* . . . *Native American tribal traditions* have been to a large extent destroyed. [However,] the efforts of contemporary groups to create new societies are not simple replicas of the past but works of social invention incorporating pieces of an earlier way of life. Black and Chicano social experiments are also new inventions incorporating pieces of old heritages. All-women's communes are similar social inventions, incorporating some of the values of the populi. utopias.
>
> It would be an interesting experiment to treat all minority groups on a campus as futurists, and ask them to offer seminars on alternatives futures. . . . Wherever technologies of social organization are at issue, their input should be sought. We have a lot to unlearn about centralization, and a lot of relearning to do about the values of efficiency. . . . By paying more attention to [minority group] process, we may get new insights about the development of the self-reliant society of the future. We may also get new insights about how people learn, how they are led to innovative recombinations of social materials, and how to break out of the "declining competence" traps that bedevil education.
>
> . . . I am suggesting that a dialogic approach to education on the college campus will give minorities some new roles they have not had before, enrich the curriculum, and add new dimensions to our conception of possible futures. Once the very real competences minorities bring to a college campus are better recognized, it also becomes easier to exercise critical judgment about all competences. . . . [Pp. 204-5]

Beyond the institution itself, improved communication networks among special-interest groups, governmental agencies, higher-education organizations, and media systems can ensure that management products, research findings, and other helpful materials are widely advertised and disseminated. Several clearinghouses for information about equity issues already exist, including one established by the Women's Educational Equity Act. Too often, information being circulated only to particular groups through such clearinghouses would be of use to other groups. Organizations such as the American Association for Affirmative Action and the American Association for Higher Education could provide leadership in exploring the feasibility of a clearinghouse for equity information relevant to PSE.

New Initiatives for Federal Legislation

Federal initiative in the past has manifested itself mainly through the promulgation of laws and regulations. The workshop participants felt that new directions for federal efforts should emphasize interpretation and enforcement of existing laws and regulations as well as new legislation aimed at providing assistance to institutions.

PSE institutions have floundered in the morass of regulations because they lack guidelines that clearly interpret their responsibility. Equity legislation with regard to students covers public education for K-12 and PSE, yet great differences exist in the operation of these institutions and the student problems found therein. A definition of what is the appropriate responsibility for equity for all levels of education, prepared by an agency such as the Office of Education, is badly needed. Employment legislation and executive orders lump higher education with business and industry, but the employment systems are clearly dissimilar. If leaders in PSE are to understand the requirements of the law, guidelines for implementation of regulations, appropriate to PSE, are essential. Such interpretation will require consensus, cooperation, and coordination among all federal agencies currently responsible for enforcement in PSE, so that their individual enforcement efforts will not conflict. Additionally, task forces are needed to analyze and resolve conflicting legal problems within the regulations themselves.

In the absence of federal initiative, many organizations have developed their own technical-assistance materials covering certain regulations. A comprehensive, authoritative set of interpretative guidelines developed by enforcing agencies, covering all existing legislation and including mechanisms for updating, could eliminate much of the overlap in existing materials. Additionally, federal financial assistance is needed for some aspects of compliance, such as improving access for the handicapped and providing special educational programs for the educationally and socioeconomically disadvantaged.

New initiatives are also needed with regard to enforcement of existing legislation and its implementing regulations. Enforcement with regard to PSE ideally should be done by one enforcing agency or by interagency coordination. This would avoid multiple investigation of complaints by different agencies at different times, requiring different sets of data, and reaching different conclusions. Enforcement could be accomplished with less strife and expense if initial funding of contracts and grants clearly specified equity-related responsibilities. Institutions would then know what compliance requirements would accompany the awarding and main-

tenance of federal contracts. Finally, the current sanctions for noncompliance are not effective. A system of lesser penalties for small offenses and graduated sanctions for noncompliance should be developed, to motivate positive action toward compliance on the part of universities and colleges found to be deficient in some respect. And most important, a system of rewards for innovation and accomplishment would encourage institutional initiative.

State legislative initiatives can supplement federal actions. Comprehensive state-wide programs, such as the Higher Education Opportunity Program in New York, go far beyond the allocation of financial assistance to students. With the objective of expanding equal educational opportunities to socioeconomically and educationally disadvantaged youth, this program provides special testing, counseling and guidance services, remedial courses, summer classes, and tutoring in addition to financial assistance (Franklin and Moffett 1975).

New Directions for Research

A critical need of the PSE research community working in the field of equity is for an agency such as the National Institute of Education to examine and document existing research and then establish priorities for future research. Such an examination should include a classification, or taxonomy, of equity, so that researchers interested in one aspect of equity would have a guide to what has already been done in that area and a cross-reference to related topics or findings. For example, researchers working in the area of barriers encountered by women in graduate school may be very interested in those encountered by blacks. Because intergroup communication has not been extensive, little research has been done about group similarities and differences. A comprehensive guide to research already completed could encourage a consideration of intergroup problems and solutions.

Increasing the participation of women and minorities in educational research was regarded as a top priority by the workshop participants. Such participation is essential in choosing research topics and interpreting data. Recognizing that the research field is dominated by white males, workshop participants expressed frustration about the ability of these researchers to understand equity issues. Participants also were concerned that a research agenda should be based upon a full knowledge of what research has been done. They recommended that the agency documenting existing research include in its examination an analysis of who has used the existing research and how it has been used.

Researchers need accurate data collection, tabulation, and dissemination of information about different minority groups. This will require clarification by the U.S. Census of definitions regarding what constitutes minority-group membership. The lack of specific guidelines in the past has resulted in misleading self- and institutional identification of ethnic and racial background. It has led to inaccurate data reporting and inflation of statistics about minority-group participation. Assessment of the impact of federal policies upon specific minority groups will not be available until there are precise definitions and data-collection methodologies to ensure that the necessary information about sex, racial and ethnic group, and citizenship has been obtained and is being reported. This will require discussion about what information is needed, in what format, and who will collect it. Recent initiatives in this regard by the National Center for Education Statistics are most welcome and should be continued.

Important information for leaders to use in creating change will stem from several different types of research. Descriptive statistics and tabulations can provide a snapshot of the current situation. Such information will be more useful if it is collected over time, providing a basis for longitudinal studies upon which trends can be analyzed and predictions can be made. Research at both the national and state level is needed in addition to research about institutions. The workshop participants placed a high priority upon research that provides a view of what is happening within a given college or university. Such information can be the basis for policy change and program redirection within the institution, and, through appropriate dissemination mechanisms, can provide other institutions or individuals with ideas for new programs or changes in practices. Participants felt strongly that research that developed theory should carry with it an obligation to examine how it would be applied to improve equity within PSE. In other words, the participants wanted the research agenda and future research activity to be action-oriented and the results widely disseminated. It was suggested that PSE could provide a forum in which information about existing inequities and the variables that might change these inequities could be made known.

Working from an interest in research that is primarily focused upon the information needed to support change in existing policies, practices, and programs, participants at the Keystone workshop developed a tentative set of research questions despite their lack of a comprehensive knowledge of existing research and the obvious time constraints of the three-day workshop. These research questions constitute an incomplete but valuable set of diverse ideas for the research community.

RESEARCH QUESTIONS

I. STUDENT ISSUES

A. Educational Opportunity

1. Pre-admissions Research Questions
   a. What limits career options?
      - Why do so many aspire to traditional careers?
      - What makes some women and minorities choose nontraditional careers?
   b. Can the transition between secondary and postsecondary education be studied so as to identify factors that would increase the participation of women and minorities in PSE?
      - What are the characteristics of potential students who do not apply?
      - What can be done to increase the pool of applicants?
      - What are some effective ways to package information about institutions and careers so as to encourage greater participation in PSE on the part of women and minorities?
      - How can the sources of information associated with admissions opportunities be monitored?
   c. What are some exemplary recruiting programs for encouraging women and minorities into nontraditional programs?
   d. What barriers exist in selection procedures in graduate and undergraduate education, e.g., interviews?
   e. What are the attitudes of ethnic minorities/women toward higher education?
2. Admissions Research Questions
   a. What are the successful programs that are making a difference in student admission and retention?
   b. What are the differences in admission policies and practices in private and public institutions?
   c. Do traditional admissions standards contribute to inequity?
   d. What is the validity of admissions criteria?
   e. What are the specific access barriers?
      - Socioeconomic level/financial aid available
      - Perseverance/motivation
      - Past academic performance

f. What are the specific problems—and how can they be remedied—of women and minorities who want to re-enter the postsecondary educational system? What are the problems of the blue-collar worker?
g. How do we develop innovative selection measures that go beyond performance, especially for graduate and professional programs?
h. How do we gather the needed case studies of institutions with high proportions of ethnic minorities, which should include the following factors?
   - Success rate/attrition rate
   - Characteristics of students
   - Career placement
   - Educational environment
i. What is the relationship between the admissions process, placement in educational programs, and counseling about employment options? What innovative programs exist that have addressed this relationship?
j. What is the extent of tracking women and minority students into community colleges and vocational schools and into particular programs and majors?

3. Postadmissions Research Questions
   a. Are there performance differences between full-time and part-time students? Are there differences in need for financial aid? Is educating the part-time student more cost-effective than educating the full-time student?
   b. To what extent do institutions provide health-care services for students and child-care facilities for their children?
   c. What are the funding policies at federal and state levels for support services?
   d. What is the extent of the participation and leadership of women in extracurricular activities? What impact does this have on their success?
   e. Does the older student perform better than traditional 18- to 22-year-old students?
   f. Who is receiving how much financial aid, and what is the effect of financial aid upon student retention and performance?
   g. What are the dropout rates?
      - By ethnic and sex group
      - By proportion of ethnic minorities enrolled in institutions

h. What are the exemplary programs in student support services which have contributed significantly to the retention of minority students? How cost-effective are they?
i. Are students from institutions with high enrollment of minorities more able to find job placement than those from more exclusive institutions? What is the correlation between admissions standards and placement after completion?

B. Teaching/Learning

1. Research Questions
   a. How can faculty attitudes, expectations, and treatment of women and minority students be examined and improved?
   b. How favorable is the institutional environment for learning by women and minorities?
   c. Can a locus of teaching and learning responsibility be identified?
   d. How can faculty be encouraged to change their teaching practices to be more sensitive to women and minorities? To monitor changes? To change curricula?
   e. How can a respect for pluralism in curricula be encouraged?
   f. What is the impact of women's studies on both women and men?
   g. How can women's studies be integrated into curricula?
   h. What is the extent of sexual harassment of students by faculty?
   i. What new dimensions of quality can be identified? Are there necessarily tradeoffs between equity concerns and quality?

C. Educational Outcomes

1. Research Questions
   a. How many Hispanic students are there in PSE? In community colleges? By programs?
   b. How do race, sex, ethnicity, and income affect educational outcomes?
   c. Do rates of program completion differ by race, sex, ethnicity, and income level? Why?
   d. Do returns on educational investment differ by race, sex, ethnicity, income level? Why?
   e. Which graduates return to provide service to their community?

f. How are role models related to educational outcomes? What are the effects of increasing the numbers and types of role models from different sex, race, ethnic, and income groups?

II. FACULTY/ADMINISTRATION ISSUES

A. Are there ways to measure and evaluate an institutional president's concern for equity? In terms of outcomes, to what extent would a president's concern for equity make a difference?

B. What measurable results have affirmative-action programs accomplished within PSE institutions?

C. Can the "old-boy network" work for women and minorities?

D. Are there institutional policies that affect staff attitudes toward women and minority students?

E. In a labor-intensive field such as PSE, what new patterns of employment can be identified to help open up the system to women and minorities?

1. To what extent do internal promotion policies favor women and minorities over promotion policies that are more open? Is the mobility of women and minorities increased when positions are available only to internal staff?
2. How feasible are alternative working patterns such as joint appointments and flexible schedules for PSE?

F. Why do faculty appear to be unfavorable toward affirmative action?

1. To what extent does lack of turnover contribute to this?
2. What is the impact of departmental autonomy on affirmative action?
3. What are the perceived impacts of affirmative action upon faculty quality?

G. What function does a mentor perform in the career development of aspiring young faculty and administrators? Under what conditions does it work? What factors contribute to its success?

H. Can other paths to leadership besides "climbing the ladder" be identified?

I. How can data-collection procedures be modified to collect better data on Hispanics and American Indian faculty and administrators?

An Action Agenda for PSE Leaders

By bringing together equity experts to discuss the formulation of an action agenda for leadership, the Keystone workshop began a dialogue that can lead to the development of a comprehensive agenda. The new directions proposed in the action agenda in this section reflect the firm conviction expressed by workshop participants that committed leadership and voluntary action on behalf of equity will produce improvement; they are examples of what a comprehensive action agenda might include.

A comprehensive action agenda must be based upon a thorough assessment of the current situation and include specialized agendas for different groups. Such an agenda would delineate actions for each leadership domain to consider: federal, state, institutions, foundations and funding agencies, higher-education associations, special-interest groups, and research communities. Emphasis would be upon leadership initiatives throughout the PSE community and upon full implementation of existing legislation, rather than upon new political or legislative action.

The action agenda that follows incorporates ideas expressed and suggestions made at Keystone. It is a beginning point for future work. Several participants recommended that an organization such as the American Council on Education transmit this action agenda to appropriate agencies and provide leadership in its continued development, either by sponsoring another workshop or through the efforts of a task force.

ACTION AGENDA

I. INSTITUTIONAL SELF-EVALUATION

A. The Problem

Regulations for implementing equity-related legislation and executive orders are routinely forwarded to PSE institutions. These regulations are frequently drafted by people ignorant of the customs, traditions, and practices of PSE. They are often confusing, overlapping, and enforced by different agencies and regional offices. Once the regulations are disseminated to institutions, the Office of Civil Rights considers its responsibility to be enforcement.

Many of these regulations require that the institution evaluate some aspects of its employment or educational practices. Most institutions have responded to the requirement for self-evaluation on an ad hoc basis as the regulations are published. Too frequently, these self-evaluation activities are assigned to a committee or midmanagement personnel as a work overload, with neither budget nor time reallocated. And too frequently, the assignment specifies a narrow inquiry within a given time frame. The results may create a flurry of institutional activity, a "progress report" to the appropriate enforcing agency, and a filing of the complete report in the affirmative-action office.

Recently, numbers of technical assistance manuals have appeared on the market. However, these materials generally cover one piece of legislation or set of regulations only and often are intended for a more general audience than postsecondary education.

B. Recommendations

1. It is recommended that a national task force be appointed to produce a comprehensive set of guidelines for postsecondary-education institutions, which would cover all equity legislation for students and employees and describe succinctly what institutions must do to comply with the regulations. Included in this guide would be all data-reporting requirements.

   Where the regulations overlap, conflict, or are inconsistent, and interpretation is difficult, it is recommended that alternatives for institutions be delineated while the Office of

Civil Rights resolves the issues through the appropriate legal mechanisms. Where different enforcing agencies have jurisdiction over separate parts of institutions, such as USDA over extension services, their endorsement of one uniform standard of compliance needs to be obtained.

2. It is recommended that in every institution the president or chief executive officer assume responsibility for developing goals and objectives for a comprehensive institutional equity program and for ensuring its implementation. The planning process would logically begin with an assessment of previously completed self-studies. Included in the plan would be the mechanisms for performance auditing and evaluation of progress.
3. Organizations and special-interest groups working on self-evaluation materials should develop a bibliography of such materials and communications networks so that their specialized materials can be linked together to form a more comprehensive set of equity evaluation materials for institutions to use.

II. VOLUNTARY AFFIRMATIVE ACTION

A. The Problem

Some members of the PSE community are asking to be allowed to comply voluntarily in place of regulated affirmative action. They hope thereby to rid themselves of government interference while doing affirmative action without goals and timetables. The following recommendations relative to voluntary affirmative action are taken from a paper written by a workshop participant (Tobias, forthcoming):

B. Recommendations

1. Essential to voluntary affirmative action within an institution are the following: (a) a critical minimum number of women and minorities already hired into key positions; (b) strong support from the president and trustees; (c) change agents and opinion leaders who are advocates at or near the top of the administration and who are respected by their colleagues for their integrity and technical competence; (d) outside support for and pressure on the institution from advocacy groups, alumni, students, and others.

2. An ideal voluntary affirmative-action program would have the following ingredients: (a) departmental staffing plans; (b) mechanisms for analysis of administrative and educational decisions for their impact upon the professional development of current staff and the attracting of new women and minority faculty and administrators; (c) a completed evaluation of institutional procedures and practices as they affect minority, female, and other excluded personnel; (d) plans for providing women and minorities with opportunities to become more visible, credible, and powerful; and (e) imaginative programs to increase the pool of qualified women and minorities. These programs should be developed in collaboration with foundations and other institutions.

III. ESTABLISHMENT OF A NATIONAL CLEARINGHOUSE FOR FACULTY AND ADMINISTRATIVE POSITIONS

A. The Problem

Faculty and administrative positions in higher education are currently advertised in a variety of sources if they are advertised at all. Some of this advertising is done to meet affirmative action requirements, even though the candidate has already been chosen. On the other hand, institutions seeking candidates for positions have no single source to turn to for qualified applicants.

The result is that the hiring process consumes an inordinate amount of time. Screening committees digest hundreds of applications, while applicants seek new positions through referral agencies, word of mouth, and announcements posted in professional journals and *The Chronicle of Higher Education*.

B. Recommendations

A national clearinghouse for faculty and administrative positions in higher education should be established for linking available candidates to open positions by computer processing. Such a system should provide both institutions and applicants with instantaneous referrals. By standardizing the information supplied by the applicant, screening of qualifications could be accomplished more quickly and objectively. Applicants would be able to specify constraints on their availability such as geographical location, type of institution, and salary. Once established, the system could pay for itself through fees for both applicants and institutions.

IV. NATIONAL STUDY OF THE EFFECTIVENESS OF CIVIL RIGHTS LEGISLATION AND EXECUTIVE ORDERS IN ACHIEVING EQUITY WITHIN PSE INSTITUTIONS

A. The Problem

No evaluation from a national perspective has been made of the changes that have occurred in PSE to improve equity since the advent of federal laws and regulations impacting upon higher education institutions. In addition, though some information about successful equity programs initiated within institutions has been disseminated through professional journals, no assessment has been undertaken of these programs and what makes them successful.

B. Recommendations

1. The National Institute of Education, in collaboration with higher education associations, special-interest groups, and institutional representatives, should design a comprehensive survey or series of surveys to assess progress that has been made by PSE institutions in meeting their equity obligations to students and employees. Benefits of such an undertaking would be the development of measures of institutional progress, a national evaluation of the effectiveness of the laws and regulations in promoting equity, and descriptions of successful programs which other institutions could utilize.
2. In conjunction with such a survey, it is recommended that the feasibility of costing equity programs be explored, in order to be able to assess the cost effectiveness of equity programs.
3. It is recommended that an organization such as the American Association for Affirmative Action or the American Association for Higher Education undertake the development of an information network to circulate information to institutions about successful equity programs or solutions to equity problems.

V. ROLE AND FUNCTIONS OF AN AFFIRMATIVE-ACTION OR EQUITY-OPPORTUNITY OFFICE

A The Problem

Institutions faced with compliance with regulations for both students and employees have developed many ways of coping. Some divide responsibility for equity among many administrators; some place responsibility for all equity programs in one office. Some

institutions have the individual in charge of equity programs work directly for the president; others place him or her under the director of personnel or the dean of student affairs.

B. Recommendations

The American Association for Affirmative Action should undertake as one of its projects the development of a policy paper defining the role and functions of an affirmative-action/equal-opportunity office and its proper placement within the institution.

VI. OTHER IDEAS

The following ideas were discussed at the Equity Workshop as possible candidates for an action agenda, but were not fully developed:

- The development of improved support systems for disadvantaged students to assist them with surviving in PSE
- The encouragement of foundations to review their policies with regard to funding PSE institutions, and to consider funding only those institutions that can demonstrate a commitment to equity
- The design and implementation of faculty-development programs that emphasize changing faculty attitudes with regard to equity

The Role of PSE within the Larger Society

The relationship of PSE to the larger society is complex. Beyond the education and career preparation of students, PSE institutions are engaged in community-oriented programs of adult and continuing education, research, and public service. Within these missions, what is the responsibility of PSE for improving equity within the larger society?

The foremost responsibility is for PSE to put its own house in order, so that institutions can serve as models and educate the larger society with regard to equitable treatment of individuals. The issues, however, of the responsibility of PSE to the larger society are much more complex than ensuring that postsecondary institutions are models of equitable treatment. For example, should the role of higher education be to change society, to mirror society, to educate its students to improve society, or to

ignore society as it fulfills its educational mission? Is the limit of PSE's responsibility to provide a model for the larger society, or should PSE leadership actively promote equity in society through such means as congressional testimony, changing investment portfolios, public speeches, and TV programs produced by institutions? Is it PSE's responsibility to provide remedial education for disadvantaged students who seek access to PSE without prior preparation? What are the socially imposed barriers that limit career development and educational attainment by minorities and women, and how can PSE provide leadership for the elimination of these barriers?

Resolution of these difficult questions was not attempted at the Equity Workshop. Much research, much analysis of experience, and much exercise of creative leadership will be required before they can be answered with confidence. This report has explored some of the directions that research and leadership may profitably take to move us closer to the national aspiration for postsecondary education that is fully equitable and fully responsive to the American ideal of opportunity for all.

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